

CITY OF FRANKLIN

T E N N E S S E E

General Fund Fund Balance Policy

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Objectives for Establishing the Fund Balance Policy

The Fund Balance Policy is intended to provide guidelines during the preparation of and deliberations on the annual budget to ensure that sufficient reserves are maintained for unanticipated expenditures or revenue shortfalls and to preserve flexibility throughout the fiscal year to make adjustments in funding for programs approved in connection with the annual budget. The Fund Balance Policy should be established based upon a long-term perspective recognizing that stated thresholds are considered minimum balances. The objective of establishing and maintaining a Fund Balance Policy is for the City to be in a strong fiscal position that will be better able to weather negative economic trends. Factors for maintaining sufficient Fund Balance include the ability to:

- Maintain covenants of third party agreements;
- Provide funds for enacted Ordinances and Resolutions of the Board of Mayor and Alderman;
- Mitigate State budget actions that may reduce City revenue;
- Absorb liability settlements;
- Mitigate economic downturns that the City may face in the future;
- Front-fund or completely fund, if necessary, disaster costs or costs associated with emergencies.
- Fund the City's expenditures and debt service payments during the first few months of the year before traditional revenues are realized;
- Fund non-recurring expenses identified as necessary by the Board of Mayor and Alderman
- Fund one-time capital expenses identified as necessary by the Board of Mayor and Alderman

The Fund Balance will consist of three funds: the Reserve Fund, the Designated Fund, and the Undesignated/Unreserved Fund:

- **The Reserve Fund** consists of funds that are mandated by a third party through laws, regulations, and other legal requirements to be used for a specific purpose. There is no minimum percentage requirement for this account.
- **The Designated Fund** consists of funds set aside by the Board of Mayor and Aldermen by ordinances or resolutions for specific purposes. There is no minimum percentage requirement for this account.
- **The Undesignated/Unreserved Fund** consists of two accounts: the Financial Stabilization Account and the Surplus Account.

- **The Financial Stabilization Account** as set forth in this policy will consist of 33% of General Fund budgeted expenditures.
- **The Supplemental Reserve Account** should be used for new programs or positions desired outside of the current and established budget or for one-time capital investments upon approval by the Board of Mayor and Alderman. There is no minimum percentage requirement for this account. All additional net revenues, after establishing that all other components of the General Fund Balance are sufficient, may flow into this account.

General Fund Replenishment Priorities (Priority order):

1. Appropriate funds deposited into the Reserve Fund Account to meet all third party mandated requirements.
2. Funds set aside by the Board of Mayor and Aldermen by ordinances or resolutions for specific purposes.
3. Thirty-three [33%] percent of the General Fund budgeted expenditures should be maintained in the Financial Stabilization Fund Account of the Undesignated/Unreserved Fund.
4. All remaining funds above the amounts identified in 1 through 3 above shall flow to the Supplemental Reserve Account of the Undesignated/Unreserved Fund.

Objectives for Establishing the Funding Levels of the Financial Stabilization Account of the Undesignated/Unreserved Fund

Maintaining a Financial Stabilization Account is not only a prudent fiscal management tool, but also an important factor in the analysis of financial stability. Governments should maintain a prudent level of financial resources to protect against service reductions or tax increases because of temporary revenue shortfalls or unanticipated one-time expenditures. A financial reserve may be used to address unanticipated revenue shortfalls or unforeseen expenditures, providing resources to avoid deficit spending and helping to maintain liquidity when budgeted overages become inevitable.

Maintaining a Financial Stabilization Account is among the most effective practices a government can apply to maintain a favorable credit rating. Fund balance reserve policy/cash flow reserves are among the most frequently implemented best financial management practices for governmental issuers. The accumulation of prudent reserves in more favorable economic times could be a resource to sustain the City in inevitable economic downturns or unforeseen/emergency expenditures. Such reserves assist the City in maintaining a stable credit outlook.

Financial Stabilization Fund Subaccounts

The Financial Stabilization Fund Account shall include six subaccounts: the Contingency Subaccount, the Emergency Subaccount, the Cash Flow Stabilization Subaccount, the Debt Service Subaccount and the Property/Casualty/Health Insurance Subaccount and the Other Post-Employment Benefits (OPEB) Subaccount.

A. Contingency Subaccount

The Contingency Subaccount is intended for unanticipated expenses or revenue shortfalls impacting programs already approved in conjunction with the current year's budget. The Contingency Subaccount shall not be used to fund new programs or positions added outside of the current year budget. Funds in the Contingency Subaccount may be used towards expenses outside of the budget only as follows:

1. Prior year budget for a specific item that lapsed before the purchase.
2. A change in legislation creating an unfunded mandate.
3. Large unexpected retirement payouts
4. A technical correction of the original budget.

B. Emergency Subaccount

The Emergency Subaccount is intended for unforeseen urgent events. To utilize funds from the Emergency Subaccount, a finding by the Mayor, with confirmation by the Board of Alderman, of "urgent economic necessity" will be required, as well as a determination that no other viable sources of funds are available. A finding of urgent economic necessity would be based on a significant event, for example, a natural disaster or catastrophe.

C. Cash Flow Stabilization Subaccount

The Cash Flow Stabilization Subaccount is intended to provide reserves to mitigate deficiencies caused by the timing of cash inflows and cash outflows.

D. Debt Service Subaccount

The Debt Service Subaccount is intended to provide reserve funds for shortfalls in budgeted revenues intended for general obligation debt service payments or unexpected and unbudgeted expenditures related to general obligation debt service as well as any unbudgeted expenses related to the service and maintenance of the City's debt liabilities.

E. Property/Casualty/Health Insurance Subaccount

The City maintains insurance for property and employee/ retiree health insurance. This subaccount shall be established to meet the unanticipated Property/Casualty/Health Insurance claims of the city.

F. Other Post Employment Benefits Obligation (OPEB) Subaccount

The City records a liability related to the Other Post Employment Benefits Obligation (OPEB). This subaccount shall be established to meet the level of unfunded liability as determined by the City administrators. If a Trust Fund is

later established pursuant to the OPEB liability, the OPEB Subaccount can be extinguished from the Financial Stabilization Fund Account.

Sizing of Financial Stabilization Fund Account and Subaccounts

The Financial Stabilization Fund Account shall be thirty-three [33%] percent of the General Fund budgeted expenditures. The amount placed in each of the subaccounts shall be determined as follows:

1. Contingency Subaccount shall be set at a minimum of five (5) percent of the General Fund budgeted expenditures.
2. Emergency Subaccount shall be set at a minimum of five (5) percent of the General Fund budgeted expenditures.
3. Cash Flow Stabilization Subaccount shall be set at a minimum of fourteen (14) percent of the General Fund budgeted expenditures.
4. Debt Service Subaccount shall be set at a minimum of three (3) percent of the General Fund budgeted expenditures.
5. The Property/Casualty/Health Insurance Subaccount shall be set at a minimum of four (4) percent of the General Fund budgeted expenditures.
6. The Other Post Employment Benefits Obligation (OPEB) Subaccount shall be set at a minimum of two (2) percent of the General Fund budgeted expenditures. If a Trust Fund is later established pursuant to the OPEB liability, the OPEB Subaccount can be extinguished from the Financial Stabilization Fund Account.

Use of Financial Stabilization Fund Account

The Financial Stabilization Account reserves should only be used to provide a short-term solution to maintaining services until projected revenue growth or necessary expenditure reductions are achieved to balance the budget. The City must evaluate the length and severity of the economic conditions and their impact on future revenue projections to determine the extent of expenditure reductions or revenue increases that are required to achieve structural balance.

Restoration of the Financial Stabilization Account and Subaccounts

In fiscal years where it becomes necessary for the City to draw monies from the Financial Stabilization subaccounts wherein the subaccount(s) drops below the level stated above, the City will develop a plan to replenish these accounts to the required levels from net revenue surpluses in the subsequent year(s) until the balance is restored to the required level.

Transfer of Additional Financial Stabilization Fund Account Funds

Any funds in addition to the established minimum requirement at the end of each fiscal year shall be deposited into the Supplemental Reserve Account of the Undesignated/Unreserved Fund provided the financial requirements of the subaccounts are met and additional funds are not required.

Fund Balance Policy Adoption

The City's Fund Balance Policy shall be adopted by resolution by the Board of Mayor and Aldermen. The policy shall be reviewed by the approving authority and the same authority must approve any modifications. It is recommended that the policy be reviewed every four years, preferably during a non-election year and 6 months following the budget process. This policy will be managed and monitored by the Finance Department and report on the current and projected level of the reserve funds in conjunction with the budget process. If necessary, the Finance Director will present recommendations for any amendments, deletions, additions, improvements or clarification.